TOWARDS EDUCATION FOR ALL CHILDREN
INTENT AND REALITY

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DEVELOPMENT PLANNING AND EDUCATION

In the recent past, the world has realised the vital role of human resources in sustaining the process of development in their national home markets. Therefore, socio-economic planners in developing countries have been showing an increasing concern to create necessary conditions to educate all children and to eradicate illiteracy among the adults especially in the age group of 15-35 years. Their commitment in education is for growth with equity and self-reliance. The provision of education, health care and nutrition is now considered as the pre-condition for the proper development and utilization of human resources.

Within this framework, the successive Five Year Plans have pursued the policies and programmes to achieve these goals. In pursuance of the goal of providing education to all, a two pronged starategy was formulated in India. It envisaged the provision of education to all children upto the age of 14 years and the eradication of adult illiteracy especially among the age group of 15-35 years representing the economically most active segment of the population.

The efforts of planned development were focused on bringing about reforms in education based on the recommendations of various commissions/committees set up during the first and the second decades of planned development. As a result of these efforts, the network of educational institutions, particularly that of the primary schools, has now spread into many hitherto unaccessible areas. With a view to make education more relevant for the masses, widespread reforms in the curricula have also been introduced. A number of policy decisions have been taken to remove structural imbalances in the development of secondary and the post-secondary education in the country. In the case of higher education, the emphasis has been not only on the

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expansion but also on the strengthening of the scientific and technological content therein.

The experience of the three decades of development planning has shown that not only the economy in general has failed to achieve the desired trajectory of growth, the intra- and inter-regional disparities in the various indicators of development have also continued to persist. The outcome clearly underlines the inadequacies of the development approach and the accompanying programmes to bring about the desired structural changes in the social and economic organization of the productive processes. A critical assessment of the developments in the sphere of education has revealed that the reality has all through been short of the intentions.1 The rapid increase in the number of children in the school-going age-group and the low grade-transition rates have further complicated the task of achieving the policy goals. It has been found that during the last three decades, the absolute increase in the size of the school-going age-group children has outstripped the corresponding increase in enrolment.2 As a consequence, the convergence between growth path of enrolment curve and the age specific population does not appear to be in sight.

The position with regard to the spread of universal literacy has also remained less than satisfactory as the size of the illiterate population has also shown rapid increase over time. The low levels of literacy are also accompanied by wide inequities. The distortions due to sex, social status or the place of origin have continued to persist.3 In the case of UEE, there are miles to go before the population and the enrolment trends appear to be converging at a point howsoever distant in future it may be.

The NPE, 1986 has again emphasised the need for achieving UEE and the eradication of illiteracy at the earliest.4 It is now postulated that by 1990, 100% enrolment of the children upto the age of 11 years have to be ensured and efforts would be made to ensure their satisfactory completion of the primary stage. Similar targets have been set for enrolment of the children upto the age of 14 years by 1995. In addition to this, the eradication of illiteracy by the year 2000 has also been a part of the national commitment. As a follow up, a Programme of Action based on the recommendations of the 23 Task Forces especially appointed for this purpose has also been drawn.5 Many

existing programmes of educational development are being reformulated in the light of the past experience and some new programmes are also being launched to operationalize the strategy of human resource development envisaged in the policy.6

Considering the fact that the provision of education for all children is the policy objective; the population growth, its age struture and rural urban distribution are important variables which have direct bearing on the provision of educational infrastructure. These being long-term variables, have a lasting impact on the growth and performance of not only the programmes of the formal education but also for the successful implementation of the programmes of non-formal and adult education. It is, therefore, necessary to have a better understanding of not only the existing demographic situation but also of the likely changes therein. These are of vital importance for socio-economic planning in general and that of educational planning in particular.

However, a cursory examination of the literature reveals that, in the Indian context, there are not many studies which deal with the intra- and inter-regional patterns of population in relation to the children attending schools. It is, therefore, our endeavour here to examine the patterns of the age specific population and the distribution of the children attending school. The following section describes the analytical framework of the study. This has been followed by an assessment of the size, structure and the spatial distribution of the age specific population. In the light of these patterns, a comprehensive analysis of the realised achievements has been presented in the fourth section. The fifth section highlights the relationships between the age and the proportion of children attending school. It also examines the magnitude of unfinished task in various states of the country. Finally a perspective on the educational development in the country and the implications of the findings in the context of the provision of education to all children have been presented.

II

AN ANALYTICAL FRAMEWORK

The knowledge with regard to the children attending school and the status of those who are out of school is a key input for the planning of the development of human resources. While the former is indicative of the demand for formal education and hence describes the flow of students through the education system and its implications in terms of the provision of various inputs, the latter representing the out-of-school children who usually remain outside the ambit of the formal education, has implications for social reforms and the organization of the remedial education. A comprehensive exercise for the development of human resources requires knowledge about both of these. The data about the school enrolment is collected from the educational institutions and is available in the form of regular educational statistics being compiled and published by the education department at the Union and State level. However, the information about the out of school children can only be obtained from individuals/households and is generally not available in a form suitable for educational planning.

Fortunately, in India, the household/individual data relating to the population size, its composition and spatial distribution along with related socio-economic characteristics are collected, collated and made available to the users through regular decadal census. The latest in the series being 1981 Census, with March 1, as the date of reference. With a view to eliciting information on some key variables relating to migration and fertility, a 20% area sample for the larger states and 100% for the smaller states and the union territories was selected. This data provides information on the demographic characteristics of the school-going age-group population, their educational profile and the marital status. Their participation in the workforce as main or marginal workers is also available.

In the present study, this data has been used to generate estimates of different attributes relating to the size and the structure of child population.7 It is unfortunate that comparable data is not available for the earlier Census years and hence any type of spatio-temporal analysis to examine the changing behaviour/

patterns of these parameters is not possible. The analysis has, therefore, been restricted to the cross-sectional data only.

The sexwise distribution of the children of age 6-14 years has been classified by their rural-urban place of residence into two categories i.e., those attending the school and those not attending school. The second stage of classification provides their distribution as main workers, marginal workers and non-workers. The data in these tables has been compiled from the individual responses to the question numbers 3,4,13,14 and 15 of the Census enumeration slip. It is important to mention here that the splitting of the data on the basis of the place of residence also sheds some light on the problems associated with the locational aspects of the educational institutions. The educational statistics are recorded on the basis of the location of an institution and not on the basis of the place of the origin of the students.8 The Census data, therefore, presents a total picture of the rural and urban reality as far as children attending school by their place of residence are concerned.

For the purpose of this study the state has been selected as the unit of analysis. However, only the larger states have been included in the analysis. In many cases the problems of non-enrolment and out of school children are more serious in the large states. Various studies have shown that more than 80% of the non-attending children in the age-group of 6-14 years are in the nine educationally backward states (EBS); many of which are also larger states.9

As a first step, the states were ranked according to their population size in 1981 and it was observed that the largest thirteen states among themselves covered about 610 million population which accounts for about 92% of the total population in India. Moreover, eight of these thirteen states happen to be EBS (whereas there are only ten EBSs in all). The State of Assam, however, could not be analysed in the present study as the comparable population and other data for them were not available. The analysis is, therefore, based on the remaining twelve states out of which seven are educationally backward. The selected states have 89.5 million children out of a total of 97 million children in the age group of 6-11 years giving a coverage of about 93% (Table 1). However, occassionally, the data for the

other states has also been presented for illustrative purposes.

TABLE 1

Ranking of Selected States According to Population : 1981

State	Population (000')	Rank	% Pop. to India's Pop.	% urban
Uttar Pradesh*	110,862	1	16.17	18.1
Bihar*	69,915	2	10.20	12.5
Maharashtra	62,784	3	9.16	35.1
West Bengal*	54,581	4	7.97	26.5
Andhra Pradesh*	53,550	5	7.81	23.3
Madhya Pradesh*	52,179	6	7.61	20.4
Tamil Nadu	48,408	7	7.06	33.0
Karnataka	37,136	8	5.42	29.0
Rajasthan*	34,262	9	5.00	21.0
Gujarat	34,086	10	4.97	31.1
Orissa*	26,370	11	3.85	11.9
Kerala	25,454	12	3.71	18.8
Assam*	19,867	13	2.90	10.3

* Educationally backward states.
Source : Compiled from Census of India, 1981.

One of the commonly used indicator for determining the extent of the enrolment coverage is enrolment ratio.

With a view to examine the educational advancement in various states, we have divided the whole population into four mutually exclusive groups. This classification has been adopted with a view to capture the basic elements of the disparities in educational development. These are :

(i) Urban male
(ii) Urban female
(iii) Rural male
(iv) Rural female

The Census data covers all the children attending not only the formal schools but also those getting their education through unrecognised schools, non-formal and adult education

centres. Unless otherwise stated, the analysis would be confined to the Census data on age specific population and the children attending/not-attending school for the selected states.

III

AGE SPECIFIC POPULATION

The analysis of the size, structure and spatial dispersion of age specific population(ASP) and the children attending schools as well as their grade transition constitutes the key aspect of educational planning. In view of our commitment for the universalization of elementary education (UEE) and eradication of illiteracy, it is important to have a clear perspective about the age specific population which is being covered through various modes of formal and non-formal education.

Recent trends in population growth in India are the outcome of the slow and steady fall in the birth rate and a rapid decline in the death rate. During the decade 1971-81, the growth rate of population has been around 25%. Table 2 presents statewise decennial growth of population and other selected indicators. Among the states, Rajasthan has witnessed a very sharp increase in its population during this period (33%), the least being for the State of Tamil Nadu (17.5%). For the country as a whole it has resulted in the widening of the base of population pyramid i.e., population in the younger age groups.

We now have about 21% of the total population in the school-going age-group (6-14 years) out of which 14.5% is in the age group of 6-11 years. Due to the differential rates of births and deaths, large variations can be observed in the age structure of the population across the country. In the case of regions experiencing a continuously high growth rate of their population, due to a large share of younger population a bulge in their age pyramid is visible. Table 3 presents the estimated annual birth rates and the infant mortality rates for different states in India.

TABLE 2

Population in 6-11 Years Age Group and other Indicators in Selected States : 1981

(Percentage)

State	Decennial Growth (1971-81)	Population Below Poverty Line(1983-84)	Population in 6-11 Yrs.		Literacy Rate 1981
			Rural	Urban	
INDIA	25.0	37.4	15.04	13.12	36.2
Uttar Pradesh*	25.5	45.3	15.89	14.48	27.16
Bihar*	24.1	49.5	16.16	14.95	26.20
Maharashtra	24.5	34.9	14.80	12.65	47.18
West Bengal*	23.2	39.2	15.45	11.65	40.94
Andhra Pradesh*	23.1	36.4	15.00	13.80	29.94
Madhya Pradesh*	25.3	46.2	15.45	13.55	27.87
Tamil Nadu	17.5	39.6	12.30	12.15	46.76
Karnataka	26.8	35.0	15.25	13.64	38.46
Rajasthan*	33.0	34.3	15.96	14.35	24.38
Gujarat	27.7	24.3	14.67	12.71	43.70
Orissa*	20.2	42.8	14.85	13.80	34.23
Kerala	19.2	26.8	11.75	11.02	70.42

* Educationally Backward States.

The share of the child population in the 6-11 years age-group to total population for the selected states is presented in Table 2. The data shows that most of the states having larger concentration of their population in the younger age-group are educationally backward. The all-India average for rural areas is 15.04% as compared to 13.12% for urban population. In the rural areas, the share of the children in 6-11 years varies from 16.16% for Bihar and 15.96% for Rajasthan to about 11.75% for Kerala. The former two states happen to be educationally backward, whereas the latter is the most advanced state as far as elementary education is concerned. High population growth rates are observed in rural areas which are usually backward, isolated, inaccessible and have inadequate provision of social infrastructure, on the one hand, and have low levels of income and lack diversification in their economic activities, on the other.

TABLE 3

Estimated Annual Birth Rate and Infant Mortality Rate in India : 1981

State	Birth rate**		Infant mortality***	
	Rural	Urban	Rural	Urban
Uttar Pradesh*	40.8	31.5	15.7	9.7
Bihar*	39.7	33.9	12.4	6.0
Maharashtra	30.4	24.5	9.0	4.9
West Bengal*	37.0	20.0	9.8	4.4
Andhra Pradesh*	32.7	27.5	9.3	5.2
Madhya Pradesh*	38.3	31.4	14.2	8.0
Tamil Nadu	29.7	23.9	10.4	5.5
Karnataka	29.2	25.7	7.7	4.5
Rajasthan*	38.3	31.2	11.8	5.3
Gujarat	36.1	29.8	12.3	8.9
Orissa*	33.4	29.3	14.0	6.8
Kerala	26.0	23.5	4.0	2.4
Assam*	33.8	23.2	10.7	7.6

* Educationally Backward States.
** Per thousand population.
*** Per thousand live births.
Source: **Sample Registration Bulletin**, Vol XVIII, No. 1, Registrar General, India.

Another aspect of the population behaviour relates to its horizontal redistribution across the national space. In-migration and out-migration are the two measures used to determine the population movement from one region to the other. Although there are many factors which cause people to migrate, the search for employment continues to be the most important. It has been observed that the migration streams are quite strong from the backward rural areas to the highly urbanized cities and metropolitan centres. This is clearly illustrated by the data presented in Table 4. The negative sign indicates the net loss of population due to out-migration which has been quite high for Uttar Pradesh and Bihar. The gains due to migration have been observed in Maharashtra, Gujarat, West Bengal and Orissa. While the former corresponds to the low levels of educational

development, the latter have large concentration of educated persons especially in the large urban centres.

TABLE 4

Net Migrants : 1971-81

State	Male	Female
Uttar Pradesh*	-2053	-822
Bihar*	- 976	-213
Maharashtra	1977	1166
Andhra Pradesh*	- 237	-215
West Bengal*	2821	1889
Madhya Pradesh*	510	350
Tamil Nadu	- 154	- 44
Rajasthan*	- 186	- 45
Orissa*	113	165
Gujarat	190	82
Karnataka	92	53
Kerala	- 455	-300

* Educationally Backward States.

Notes: 1. Negative signs indicate the net loss of population.

2. Since all States have not been mentioned here the totals may not tally.

Interestingly, in terms of net out-migration a small and educationally advanced state like Kerala has emerged as the third largest contributor for males and the second largest for the females. This typical behaviour appears to be the outcome of a significantly high degree of mismatch between education and economic development. One of the reasons for such a behaviour could be that education has advanced much more rapidly as compared to the economic development in Kerala. It is in this context that the educational attainment of the masses, vertical mobility of the workforce and horizontal re-distribution of the population are inter-twined with each other.

These aspects of population behaviour acquire significance in the face of commitment to provide educational infrastructure. In terms of the coverage of the

school-going population, the states having larger share of younger population would require more resources for expansion of the network of educational institutions and for increasing the enrolment. Thus, a major chunk of the additional resource inputs would go to meet the requirements of the quantitative expansion alone. The provision of resource inputs for bringing about qualitative improvements, if any, would have to be additional. The available evidence indicates that at the primary level of education about 98% of the recurring expenditure is accounted for salaries alone.

The qualitative improvements in education get further constrained due to poverty among a large segment of population. It acts as a disincentive for the children to go to school. Parents are not in position to bear the private costs of education. The problem becomes more serious because the dependency ratio in the states having larger proportion of younger population is also high. As would be seen at a later stage, it is in these states that the process of educational advancement has been quite slow in the past. Moreover, in these states the number of the out-of-school children, both as a proportion of their own population as well as with regard to the total out-of-school children in the country is very large. It is with these observations in view that we shall examine in detail the size,structure and spatial distribution of the children attending school in the selected states.

IV

TOWARDS UEE : AN INTER-STATE ANALYSIS

The experience of the last three decades of development planning in the country has shown that various regions have been responding differentially to the programmes of socio-economic development in general and to those of the educational development in particular. Since the initial conditions vary from one region to another, the outcome even with similar inputs could not necessarily be the same. For planning the implementation strategies of various development programmes, it is essential to have the precise knowledge about the direction, nature and the magnitude of change and the assessment of the absorptive capacity of various inputs. While the answers to many of these

questions can be attempted with the help of the temporal analysis of the quantitative data, the impact in terms of qualitative changes in the behaviour of certain parameters cannot be easily measured. For this we require cross-sectional approach. The latter may be quite useful to examine and identify the factors associated with the disparities and the nature of interactions which impede or facilitate the development process. However, because the socio-economic interactions are of very complex nature hence generalizations based on the cross-sectional data about the causative nature may have large margins of error.

By using the single year age group data of the 1981 Census (Table 5) it has been found that there were 144.42 million children in the age-group of 6-14 years and these constituted about 21% of the total population in India. Out of this about 97 million children are in the age-group of 6-11 years and the remaining 47.4 million are in the age-group 11-14 years. The proportion of children attending school is far less than the universal coverage. The total number of children in the age group 6-14 attending school is 70.37 million out of which 45.75 million are in the 6-11 years age-group. The relatively low proportion of females attending school is evident as the share of the males is about 60% in the total school-going children in the age-group of 6-11 years and about two-third in the age-group of 11-14 years. Although the rural population constitutes about 77% of the total population, their share in the school-going children is about two-third.

TABLE 5

Age Specific Distribution of Population : 1981

(In millions)

Age-Group	All	R-Male	R-Female	U-Male	U-Female
6-11	97.04	30.50	36.86	10.66	10.03
11-14	47.38	19.32	17.16	5.72	5.18
6-14	144.42	58.82	54.02	16.38	15.21

Source : Compiled from Census of India,1981.

While taking note of the above situation, the National Policy on Education, 1986 has now envisaged to implement the UEE programme in two phases. The first phase corresponds to the provision of 5 years of education or its equivalent of a comparable standard, to all children upto the age of 11 years by 1990 and in the second phase all children up to the age of 14 years would be covered upto 1995. Since, the formal system of education in spite of a significant growth may not be able to cope up with the task of providing education to all children in these age-groups. The programme of non-formal education that has been visualised now is much more broad based and many changes have been suggested in its organization so as to ensure an intensive coverage in the area of its operation. The new programme envisages a network of about 100 non-formal education centres in a development block.

In view of the objectives of UEE, a detailed profile of the children not attending school is very essential for formulating the various intervention strategies. This information is particularly useful for organising the programmes of non-formal education in the immediate future as well for the programmes of adult education at a later date. The evidence presented elsewhere has shown that one of the major factor associated with the organization of these programmes has been the under-estimation of the magnitude of the task especially due to the over-estimation of the enrolments in the formal system.10 As a consequence, the plans for the non-formal education are seriously affected. It is in this context that the Census provides the most valuable data i.e., the size and the age distribution of the children not attending school. The educational statistics fail to provide any meaningful information on these aspects. Table 6 presents the ratio of children attending school to the corresponding age specific population in India and reveals the following :

(i) The proportion of the children attending school (48.7%) is slightly less than half of the total number of children in the age-group of 6-14 years. The extent of backlog or the children not attending school, as of 1981 was thus more than what was being covered through formal and non-formal modes of education. The coverage in 6-11 years of age-group being 47% as compared to about 52% in 11-14 years age-group.

(ii) In the rural areas only 42.69 % of the children are attending school as compared to 70.26% in the urban areas. Therefore, 3 out of every 5 children in the rural areas are not attending school. In view of the traditional nature of the agricultural sector, the workforce participation rates are much higher in rural areas as compared to those of the urban areas. Many out of school children tend to enter the labour market at an early date. In spite of the relatively better position in the urban areas, it appears that more than one-third of the children do not attend school. It is no doubt true that the absolute size of the non-attending children would be small in the urban areas but the malaise persists both in the rural as well in the urban areas.

TABLE 6

Proportion of Children Attending School : 1981

(Percentage)

Population	6-11 years	11-14 years	6-14 years
All	47.15	51.96	48.72
Male	54.88	63.81	58.11
Female	38.45	38.67	38.52
Rural	41.27	45.69	42.69
Rural male	50.57	59.52	53.50
Rural female	31.28	30.12	30.93
Urban	68.83	72.93	70.26
Urban male	72.70	78.32	74.66
Urban female	64.71	66.98	65.52

Note : The percentages given above do not correspond to enrolments in grades I to V and VI to VII.

Source : Compiled from Census of India, 1981.

(iii) The coverage in the case of rural females is the lowest i.e. about 30% (Table 6). Therefore, about 70% of the rural female population in the age-

group of 6-14 years is outside the ambit of education. The position with regard to the age-group of 6-11 years and 11-14 years is roughly the same. The proportion of the girls attending school in the urban areas is twice as high as in the rural areas. Nevertheless, about one-third of the girls in the age-group of 6-14 years in the urban areas are also out of the school system. In the case of rural areas, the gap between the male and female is much larger as compared to the corresponding gap in the urban areas.

The Statewise proportion of children attending school in the age-groups 6-11, 11-14 and 6-14 years is presented in Table 7. In the following analysis we have specifically highlighted the issues relating to the spread of education among the 6-11 years age-group as it provides the necessary inputs for the upper primary stage and thus constitutes the key for the successful implementation of the programme of UEE. The following observations may be made in this regard :

(i) The inter-state variations in the extent of coverage are very large. It varies from near universal coverage for Kerala on the one extreme to Rajasthan, Uttar Pradesh, Madhya Pradesh and Bihar with about one third of their children in the 6-14 years age- group attending school. The position with regard to the coverage of 6-11 years age-group is still worse in the latter group of states. This is true for all the four segments of population considered in this study. In fact the emerging patterns do suggest the bi-polar differentiation between small and/or economically better off states on the one hand and the larger and poor states on the other hand.

(ii) The position in the urban areas is much better as compared to the rural areas. Not only the extent of children attending school is relatively high in the urban areas of almost all the states, but the male-female disparities are also low in urban areas.

(iii) The rural areas are not only at the disadvantaged position as compared to the urban areas, but also reflect the high order of male female disparities

TABLE 7

Proportion of Children Attending School : 1981

	6-11 Years			11-14 Years			6-14 Years		
	Male	Female	All	Male	Female	All	Male	Female	All
Rural									
India	50.53	31.32	41.25	59.52	30.13	45.70	53.48	30.94	42.69
Uttar Pradesh*	41.16	17.53	30.34	59.05	19.72	41.69	46.69	18.18	33.78
Bihar*	40.22	18.54	29.89	54.92	20.04	39.16	44.62	18.96	32.57
Maharashtra	65.76	47.40	56.64	68.17	40.30	54.79	66.61	45.02	56.00
West Bengal*	45.65	34.40	40.10	57.39	39.53	48.66	49.60	36.10	42.96
Andhra Pradesh*	49.23	30.62	39.97	45.33	20.80	33.50	48.00	27.65	37.97
Madhya Pradesh*	42.79	18.62	30.97	50.79	16.30	34.64	45.42	17.90	32.14
Tamil Nadu	69.55	53.89	61.84	59.54	33.34	46.79	65.97	46.67	56.80
Karnataka	54.30	36.39	45.25	53.01	27.86	40.57	53.88	33.67	43.73
Rajasthan*	42.74	11.49	27.83	56.00	10.60	34.79	47.05	11.21	30.06
Gujarat	59.20	41.62	50.73	67.71	42.12	55.76	62.08	41.78	52.40
Orissa*	56.60	36.15	46.32	54.75	27.75	41.46	55.96	33.35	44.67
Kerala	89.55	88.58	89.07	88.62	84.87	86.76	89.18	87.12	88.16
Urban									
India	72.82	64.72	68.90	78.26	67.06	72.94	74.72	65.52	70.29
Uttar Pradesh*	56.71	46.89	52.07	66.90	53.86	60.89	60.08	49.12	54.94
Bihar*	67.37	54.71	61.36	78.39	61.72	70.76	70.97	56.90	64.36
Maharashtra	81.05	75.24	78.21	85.66	76.51	81.31	82.70	75.68	79.30
West Bengal*	70.31	63.40	67.02	78.48	69.93	74.37	73.28	65.81	69.71
Andhra Pradesh*	70.60	64.08	67.37	74.64	60.08	67.57	71.97	62.76	67.44
Madhya Pradesh*	71.38	61.02	66.31	80.36	65.19	73.17	74 57	62.44	68.70
Tamil Nadu	82.87	77.33	80.13	77.63	65.57	71.78	80.09	73.06	77.05
Karnataka	72.85	66.17	69.52	74.43	63.77	69.22	73.40	65.36	69.42
Rajasthan*	66.43	48.98	58.00	77.88	52.30	65.73	70.33	50.08	60.61
Gujarat	74.76	67.65	71.35	82.59	72.56	77.89	77.53	69.34	73.63
Orissa*	73.01	62.47	67.80	74.41	60.22	67.60	73.50	61.71	67.73
Kerala	92.84	92.62	92.73	90.72	89.58	90.16	92.00	91.40	91.71

* Educationally Backward States.

in the school attending population. The extent of coverage among the rural females is extremely low. In the 6-11 years age-group eight out of every

nine rural females in Rajasthan are not attending school. The position with respect to Uttar Pradesh, Bihar, Madhya Pradesh is also bad and the proportion of rural females attending school is less than 20%. The two largest states, i.e., Uttar Pradesh and Bihar taken together accounting for more than 30% of the rural female child population in the age-group of 6-11 years in India, have only 18% of their rural female children attending school. Such a large concentration of children not attending school in these two contiguous states needs to be investigated further and accordingly requires specific programmes of socio-economic transformation.

(iv) Whatever be the level of educational advancement, the hierarchy of inequities therein tends to follow the same order. Urban males having the highest coverage followed by urban females, rural males and the rural females. The intra-group disparities also tend to vary inversely with the level of educational development. The states having higher coverage tend to have lower magnitude of disparities as compared to the ones having lower coverage and high magnitude of disparities. This pattern of development is particularly typical of the underdeveloped economies and its persistence highlights that irrespective of the levels of educational development, the present day development strategies have not been able to make a major dent in the over riding influence of the historical factors associated with colonial, social and cultural stratifications.

(v) Normatively, one would expect that a 6-year-old child would be admitted to school and contirue to move in the hierarchy till the completion of the elementary level of education. Curiously enough, the proportion of children attending school in 11-14 years age-group is more than the ones in the 6-11 years age bracket. This should not mean that relatively more children are attending middle level of education as compared to the primary education. What seems to have been happening is that a large number of children do not start

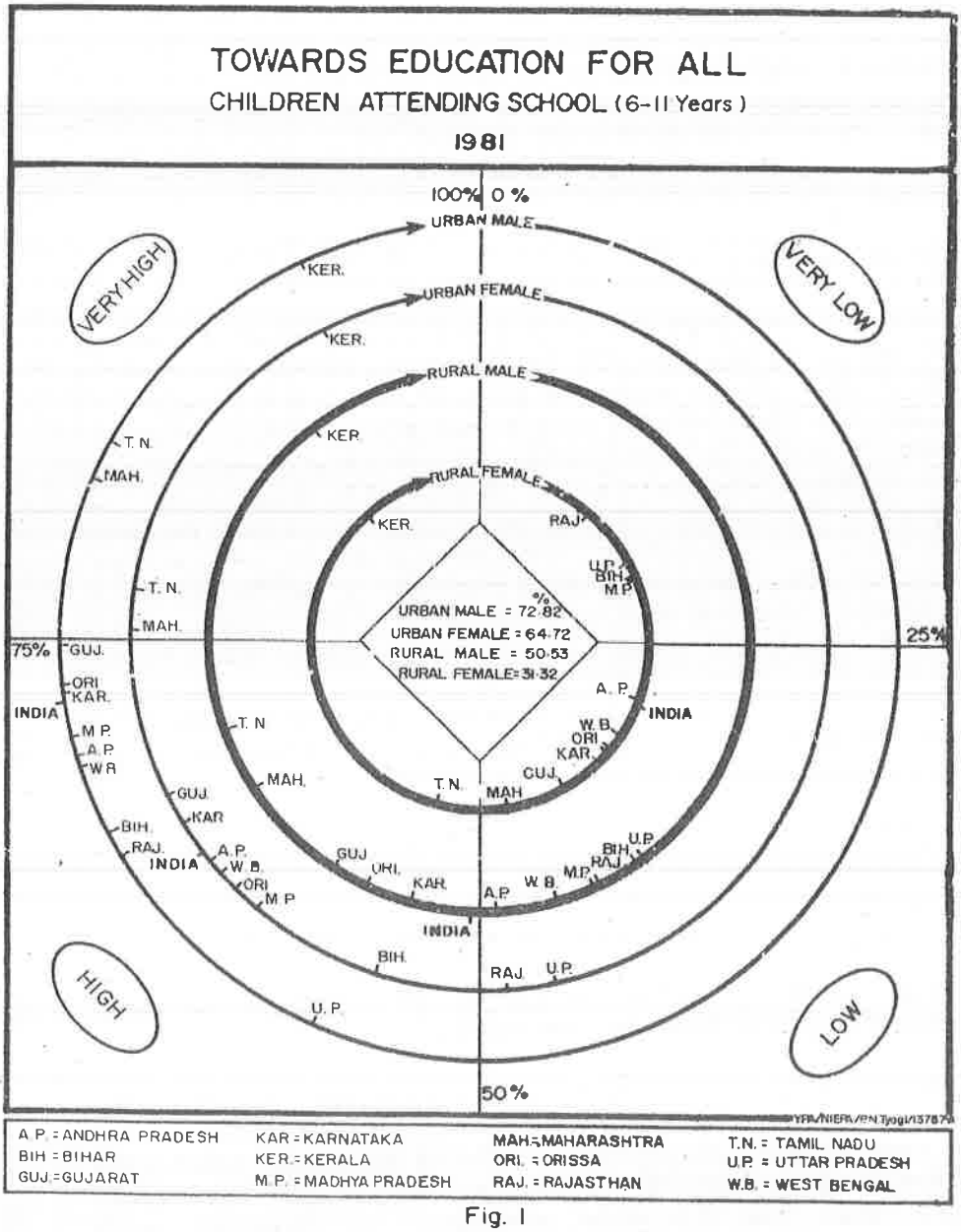
coming to school at the prescribed age of 6 years. Although no specific information is available, it appears that many children come to school with a lag of a couple of years. Although in the case of males, this phenomenon is true for almost all the states, there are some differences in the case of females. It seems that in their case, it is not only the late entry into the school but also early withdrawal is also quite pronounced. The agewise disaggregated data is examined later in detail.

Although the generalisations made above give a fair description of the prevailing scenario about the progress towards the achievement of UEE. Fig. 1 attempts to portray the situation graphically. The four segments of the population discussed earlier are represented separately by different circles and the radius of each circle corresponds to the national average. The thickness of the circle corresponds to the population size of the respective group. Each circle represents 100% coverage and has been divided into four quadrangles. The first representing 0-25%, the second covering 25-50%, the third corresponds to 50-75% and the last quadrangle represents the population groups with a coverage of 75% and more. The emerging patterns have been discussed in the following :

1. Very High Coverage

This group includes those states which are leading as far as the coverage of 6-11 years old children is concerned. The proportion of children attending school for the population groups in the state is greater than 75%. The possibilities of achieving the target of UEE in the near future for the segment of the population falling in this quadrangle are far greater as compared to others. Interestingly, the data shows that Kerala is the only state which has nearly achieved the target of providing education to all children upto the age of 11 years and the disparities between males and females as well as between rural and urban areas are almost non-existent.

Next to Kerala, Tamil Nadu and Maharashtra are the only two states which fall in this quadrangle, though only for the urban segment of their population. Due to large rural-urban differentials in the State, the rural population is lagging behind the urban population as far as the



A. P. = ANDHRA PRADESH	KAR = KARNATAKA	MAH = MAHARASHTRA	T.N. = TAMIL NADU
BIH = BIHAR	KER. = KERALA	ORI. = ORISSA	U.P. = UTTAR PRADESH
GUJ. = GUJARAT	M. P. = MADHYA PRADESH	RAJ. = RAJASTHAN	W.B. = WEST BENGAL

Fig. 1

development of education in the state is concerned. The relatively better off position in Tamil Nadu and Maharashtra is largely due to the effect of the high degree of urbanization in the selected pockets of the state. Bombay and Madras metropolitan cities alone account for a substantial proportion of the urban population in the respective States. Significantly, the urbanization in Maharashtra and Tamil Nadu is also overlapping with high degree of industrialisation. For example, in Maharashtra, Bombay, Pune and Nasik industrial belt alone accounts for a substantial proportion of industrial production in the country.13

2. High Coverage

The states for which the proportion of children attending school varies between 50-75% fall in this group. The chances are that these states might be able to achieve the target of enrolling all the children in the age-group of 6-11 years in the near future. This can happen if the pace of educational and economic development is fast. It must also be accompanied by a significant reduction of intra-regional disparities. Unfortunately the lower level of educational development in the rural areas especially in the case of rural females becomes more pronounced in this group. While in terms of the coverage of the urban males, all states under consideration have more than 50% of their children attending school, the position becomes seriuos as one moves towards the inner tracks. The relative backwardness in the case of rural females of Tamil Nadu can be gauged from the fact that the gap between Kerala, being the top most, and Tamil Nadu being the second top most is too large in the case of rural females. In terms of the per cent coverage, Tamil Nadu has only 53.9% coverage of the rural females as compared to 88 % for Kerala. A similar situation exists between Tamil Nadu and Maharashtra the latter State occupying third position as far as the coverage of 6-11 years age-group children is concerned.

The position with respect to rural males is somewhat better as Gujarat, Orissa and Karnataka are the three states which have comparable position. The other group consisting of Madhya Pradesh, Andhra Pradesh and West Bengal have lower coverage than the all-India average. The position with regard to Bihar, Uttar Pradesh and Rajasthan even in the case of urban population is highly unsatisfactory.

Interestingly Tamil Nadu is the only State other than Kerala which has been able to fast cross the threshold of 50% coverage for their rural female population. Under these conditions achieving UPE by 1990 even in the relatively advanced States like Tamil Nadu, Maharashtra, Gujarat and Karnataka may require stupendous efforts.

3. Low Coverage

This group represents the position of different states having 25-50% children attending school. As has been observed earlier, the urban males in all states have already crossed this threshold. In the case of urban females only Uttar Pradesh and Rajasthan fall in this category although they are also very close to 50% mark.

It may be observed that in rural areas, a large number of states have less than 50% of children attending school. The all-India average in their case is just above 50%. Since out of every four children, three are in the rural areas, the educational development of this particular segment of the population constitutes the core of the problem and is the major challenge for educational planners. However, the picture presented here does not provide any consolation.

Although the coverage for the rural males is somewhat better than the rural females for this group, the path leading to the targetted goal is too long to be covered in a short period of a decade or so. States for which rural male coverage varies between 25-50% are Rajasthan, Uttar Pradesh, Bihar, Madhya Pradesh, West Bengal and Andhra Pradesh. The sequence of the states ranking indicates that the larger states tend to fall behind.

The core of the problem of educational development lies in the inner most track represented by the rural female children. Even some of those states which are considered to be educationally better off have less than 50% coverage of the 6-11 years age-group. As has been mentioned earlier, the gap between the first and the second ranking states as well as between the second and third ranking states is very large. The position of the rural female children attending school in Maharashtra is nearly half of the Kerala. Even Tamil Nadu and Maharashtra would require a long period and concentrated efforts to achieve the goal of universalisation. To achieve UPE, the States of Tamil Nadu

and Maharashtra will have to nearly double the coverage of school-going population in a decade or so. The other states falling in this group are Gujarat, Karnataka, Orissa, West Bengal and Andhra Pradesh. In fact setting a target date which envisages tripling and quadrapling of the coverage in a short span of a decade would be quite unrealistic.

4. Very Low Coverage

The segments of population having less than 25% of their 6-11 years old children attending school fall in this group.

It may be noted from Fig. 1 that Rajasthan, Uttar Pradesh, Bihar and Madhya Pradesh constituting about 40% of the total population of the country, are the most backward in terms of the coverage of the rural female population. In the case of Rajasthan, as has been stated earlier, only one out of every nine rural female children is attending school. Bringing about structural transformation in their socio-economic conditions to achieve the target of UPE may take quite long.

The statewise distribution of the out of school children in the 6-11 years age-group shows that of all the out of school rural children in the 6-11 years age-group, nearly 55% are from the four states of Uttar Pradesh, Bihar, Madhya Pradesh and Rajasthan. No programme of educational development can have visible results unless the position in these states improves considerably.

The analysis of the aggregated enrolment trends during the last three decades has also shown that after the initial spurt, the enrolments at the primary level are growing at the lower pace. Further analysis of the statewise time series enrolment data has shown that in the case of primary level of education, the relative position of educationally backward states has not changed much.14 The evidence presented above also clearly identifies the states which require close attention.

V

AGE AND ENROLMENT COVERAGE INTERRELATIONSHIPS

Although the data presented above gives a fair idea about the size and the proportion of the children attending

school, it is useful to examine this aspect in greater detail by using the single year age data to develop some insight into the relationship between enrolment and age. It is in this endeavour that the present section examines the age-enrolment profile for various states. The agewise proportion of children attending school is presented in Figs. 2-4. The following observations may be made about the age specific enrolment behaviour :

(i) The relationship between age and the proportion of the children attending school is following a consistently similar pattern for all the states. Although there are large differences in the slope and the peak values of different curves, the common feature being that after the initial rise, the peak participation rate is recorded in the age-group of about 9-11 years. After reaching the peak, there is a gradual decline in almost all cases, although it is not as rapid as the initial rise. The age specific participation rates for the states thus follow the pattern of an inverted U curve. This is true of the all-India patterns also. This typical behaviour represents the situation where a majority of the children do not come to school at the prescribed age of 6 years and a quite large number do not continue till they complete the educational cycle. It is, therefore, the late entry as well as the early withdrawal from the school which gives rise to the inverted U shaped curve.

(ii) The proportion of children attending school at the age of entry (6 years) varies not only among the various segments of population in the state but also shows large inter-state variations. Table 8 presents the statewise distribution of 6-year-old children attending school. If the coverage at the initial age (6 years is the stipulated age of entry to school) is very low for some segments of the population, it continues to be so in the subsequent years also. The hierarchy of inequities, therefore, in the agewise participation rates also follow a systematic pattern. The only exception being the state of Kerala, where the disparities between various groups are of marginal nature. However, in the

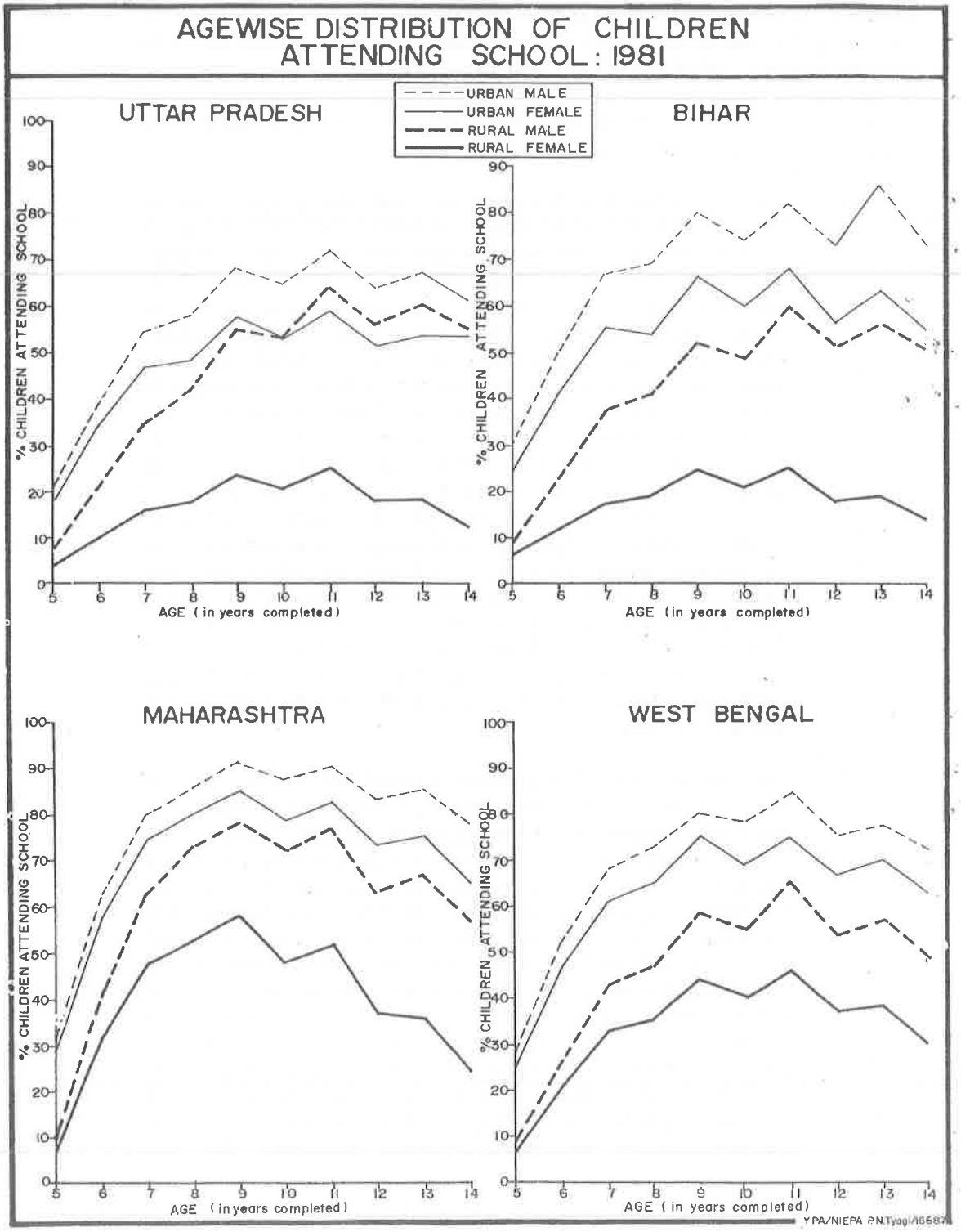

AGEWISE DISTRIBUTION OF CHILDREN ATTENDING SCHOOL: 1981
URBAN MALE
URBAN FEMALE
RURAL MALE
RURAL FEMALE
UTTAR PRADESH
BIHAR
MAHARASHTRA
WEST BENGAL
% CHILDREN ATTENDING SCHOOL
AGE (in years completed)
YPA/NIEPA P.N.Tyagi/16587

Fig. 2

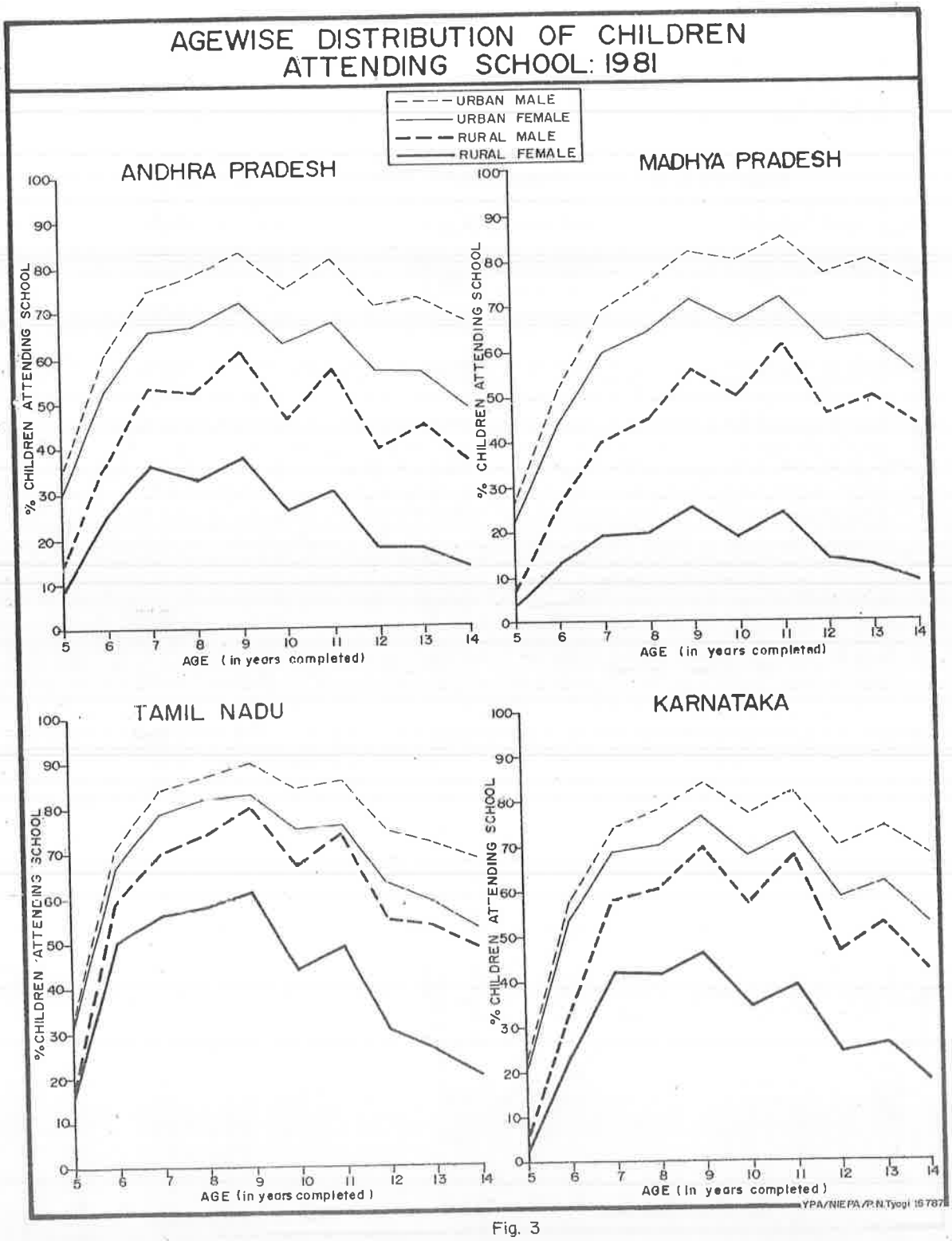

AGEWISE DISTRIBUTION OF CHILDREN ATTENDING SCHOOL: 1981
URBAN MALE
URBAN FEMALE
RURAL MALE
RURAL FEMALE
ANDHRA PRADESH
MADHYA PRADESH
TAMIL NADU
KARNATAKA
% CHILDREN ATTENDING SCHOOL
AGE (in years completed)
YPA/NIEPA/P.N.Tyagi 15787

Fig. 3

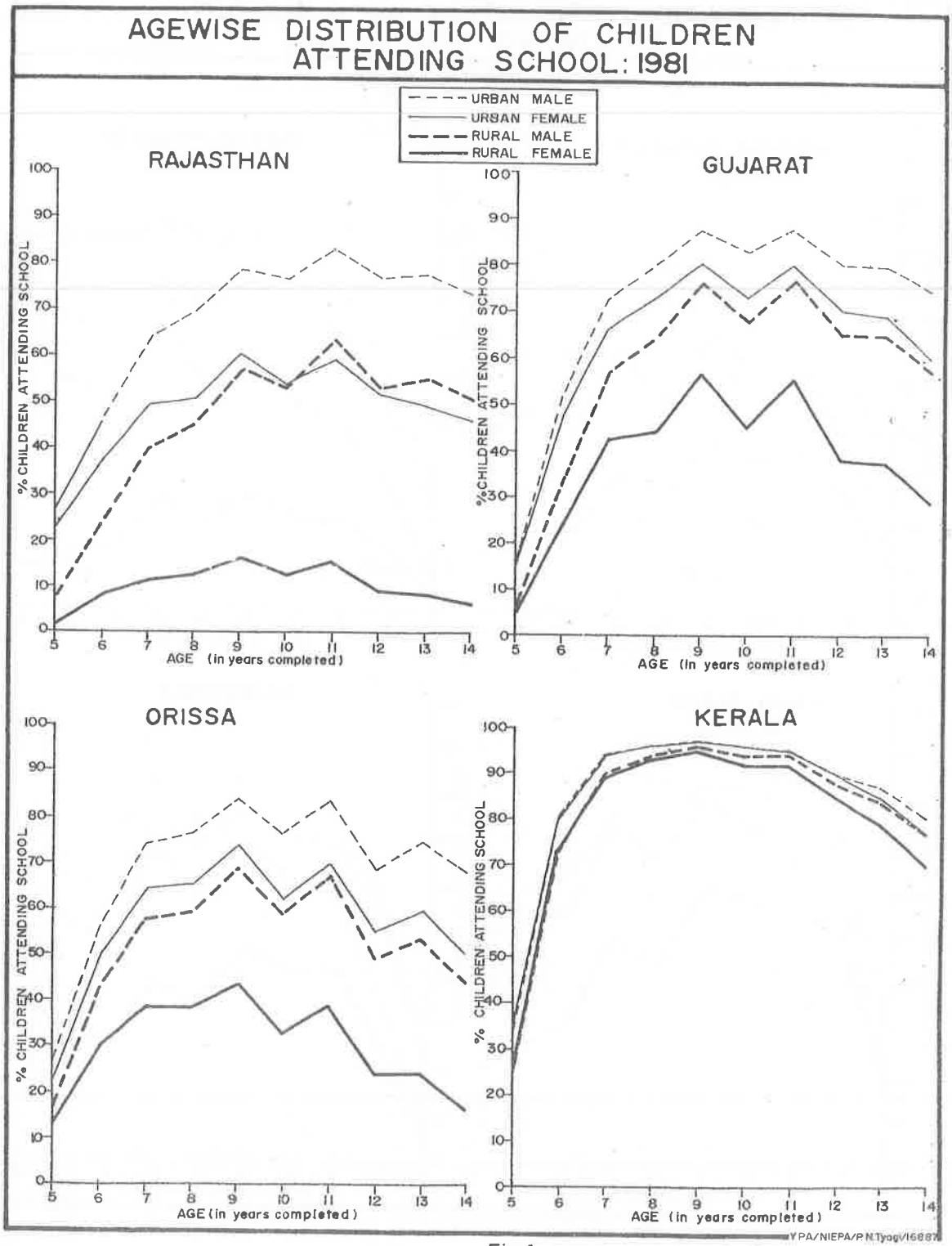

AGEWISE DISTRIBUTION OF CHILDREN ATTENDING SCHOOL: 1981
URBAN MALE
URBAN FEMALE
RURAL MALE
RURAL FEMALE
RAJASTHAN
GUJARAT
ORISSA
KERALA
% CHILDREN ATTENDING SCHOOL
AGE (in years completed)
YPA/NIEPA/P.N.Tyagi/16887

Fig. 4

case of other states, the trajectories of enrolment profiles of different groups of children as presented in Figures 2-4 do not intersect with each other at any point. For all states, the proportion of children attending school is highest for urban male children followed by urban females, rural males and the rural females being at the lowewt end. This type of behaviour is typical of societies with high level of deprivation of the women in general and particularly in the field of education. The only exceptional behaviour has been observed in the case of Uttar Pradesh and Rajasthan for which urban females participation rates tend to be slightly less than rural males, particularly after the age of 10 years. These two states happen to be the most backward and have a low level of urbanization and industrialization accompanied with the high rates of male out-migration.

(iii) It appears from the patterns of agewise proportion of children attending school that after a threshold, the inequities in the participation rates of the different segments of the population tend to narrow down. The present levels of educational development do not permit the identification of such threshold. It requires a more detailed analysis.

(iv) The differentials in the proportion of children attending school are not only present at the age of entry to school but continue to accentuate further with age. Although, the hierarchy of inequities is following a similar pattern, the disparities tend to increase with age and are more pronounced between males and females in the rural areas as compared to the males and females in the urban areas. In the case of urban areas, male-female disparities are either constant or increasing slowly, whereas the gap between males and females in rural areas increases more rapidly with age. As has been observed earlier, Kerala is the only state wherein such disparities are almost negligible. In the states of Uttar Pradesh, Bihar, Madhya Pradesh and Rajasthan the differentials are very large and increase at a

TABLE 8

Proportion of 6-year-old
Children Attending School : 1981

State	Male	Female	All
Rural			
Uttar Pradesh*	20.70	10.05	15.67
Bihar*	22.98	11.85	17.53
Maharashtra	41.24	31.12	36.25
West Bengal*	26.97	21.08	24.06
Andhra Pradesh*	37.35	25.40	31.47
Madhya Pradesh*	25.67	12.83	19.34
Tamil Nadu	58.61	49.72	54.31
Karnataka	32.18	23.33	27.83
Rajasthan*	23.94	7.92	16.34
Gujarat	33.35	23.98	28.80
Orissa*	42.23	29.62	35.99
Kerala	72.84	72.55	72.69
INDIA	31.29	21.19	26.39
Urban			
Uttar Pradesh*	39.53	33.85	36.77
Bihar*	49.67	41.15	45.56
Maharashtra	61.70	57.73	59.76
West Bengal*	52.12	47.47	49.88
Andhra Pradesh*	60.82	53.52	57.22
Madhya Pradesh*	51.56	44.49	48.07
Tamil Nadu	69.99	67.01	68.54
Karnataka	52.51	48.33	50.46
Rajasthan*	46.87	37.12	42.13
Gujarat	51.51	46.63	49.16
Orissa*	56.93	49.68	53.36
Kerala	80.64	79.71	80.19
INDIA	55.02	49.65	52.40

* Educationally Backward States.
Source : Compiled from Census of India, 1981.

very fast rate with respect to increase in age especially for the female population. The enrolment of rural females fail to take off in these states.

(v) The proportion of children attending school especially at the age-group of 6 and 7 years is low even in educationally better off states like Tamil Nadu, Maharashtra, Gujarat and Karnataka. In the educationally backward states and for the rural segment of the population, the proportion of 7-year-old females attending school is as low as 11.5% for Rajasthan, 16.7% for Uttar Pradesh, 18.3% for Bihar and 19% for Madhya Pradesh. It is only at the later age that in some of the states the coverage improves. The inverted U-shaped curves (Figures 2-4) provide a clear evidence of this description.

(vi) The age corresponding to the peak coverage tends to vary with the overall educational development in the state. The consistency in the behaviour of the different segments of the population is well maintained in this case as well. While in the case of educationally better off states like Tamil Nadu, Kerala, Maharashtra, Gujarat and Karnataka the maximum coverage appears around the age of 9 years, it is around 11 years in the case of Uttar Pradesh, Bihar, West Bengal, Madhya Pradesh and Rajasthan.

The foregoing discussion has shown that in spite of significant differences in educational development, there are many similar characteristics in terms of age enrolment coverage inter-relationships. With the exception of Kerala all the other states whether educationally advanced or backward do have some common features. Nevertheless, the analysis has also shown that the realised goals are far short of the expectations and hence a detailed analysis of the emerging scenarios and its implications for the planning and the management of education needs to be undertaken at disaggregated levels. In the following section, a perspective on the educational development and its implications in the context of providing education for all have been presented.

VI

EDUCATION FOR ALL CHILDREN : A PERSPECTIVE

Before concluding it would be appropriate to examine the implications of the educational scenario discussed in the preceding sections. The emerging patterns of educational development have clearly identified the gaps between the intent and the reality. Although it has raised many vital issues regarding the feasibility of the premise of providing education to all children within the time frame stipulated in the NPE 1986, the findings do provide some clues for the planning and management of education in India, especially at the basal level. In this section, the major issues would be restated and their implications examined.

To begin with, it must be recognised that the provision of mass education is location specific and hence has to be provided under different environmental conditions which in turn are affected by a variety of factors. Therefore, the scenario portrayed above is the outcome of the interactions between the factors which can be broadly classified as exogeneous and endogenous to education.

Among the exogenous variables, the most crucial for estimating the demand for education is the size, structure and the spatial dispersion of the population and their likely behaviour of some of key variables affecting its growth. It is unfortunate that most of the developing countries are faced with the task of providing education to all children and the eradication of illiteracy at a time when they are caught up with unfavourable demographic conditions. In India, the recent trends in population growth have been characterized by a rapid decline in the death rate and a slow and a steady fall in the birth rate. Consequently, the share of the population in the younger age groups has been increasing. As has been mentioned earlier, that the number of children in school-going age-group has been increasing at faster rate than they have been enrolled in schools. The position with respect to the backward regions and especially the rural areas and within the rural areas that of the rural females is more alarming and the gaps are very large.

Without going into the historicity and the associated factors of such a behaviour, it needs to be highlighted that a backward region with a rapidly increasing population would

face serious problmes in ensuring the adequate provision of social infrastructure like health and education especially when such regions have already been quite deficient in the provision of these facilities. Even to maintain the existing inadequate level of these services, the regions experiencing high population growth and having larger concentration of population in the younger age groups would require relatively more resource inputs and need to maintain a higher tempo of growth in these two key sectors. In fact, the high population growth in many parts of the country has consumed a major part of the additional school capacity without making much improvement in its overall availability.

In spite of the fact that some serious efforts are underway to control the population growth in India, the emerging scenarios are equally alarming. The experience of the last four decades has shown that the realised growth of population has always been more than the projected. With reference to the latest projections made available by the Registrar General of India, the actual behaviour of the key demographic variables for the first five years of the eighties has shown that it may not be possible to achieve the target of Net Reproduction Rate of unity by the year 2000 AD as has been postulated in the long-term planning strategy of the country (Seventh Five Year Plan 1985-90) as well as in the national policy statement on health entitled "Health for All by Year 2000 AD".15

Like other indicators of socio-economic development, the intra- and inter-regional disparities in educational development are of extreme nature. It is important to recall that even with the differential inputs which have been directly provided to the educationally backward states and through the operation of many incentive schemes, various sub-groups of population have been following different paths and continue to be on different trajectories of development. The inadequacy and inappropriateness of these inputs is evident from the outcome which is characterized by large imbalances in the inter-regional educational development on the one hand and the persistence of wide intra-regional disparities between various strata of the population on the other.

The outcome of the various programmes of educational development shows the extremes in the case of Kerala and Rajasthan proportion of children attending school is nearly

universal. Although Kerala presents a situation of almost universal coverage, it should not be forgotten that it had attained the take off state well before the other regions started experiencing high population growth. In the last two decades, the state of Kerala has been able to keep pace with the moderately growing population whereas in the other regions the rapid population explosion aborted the process of take off.

While the proportion of children attending school is quite high in urban areas, the rural areas by and large continue to face serious problem of enrolment and retention. In the urban areas, the male-female disparities are also low as compared to rural population. The hierarchy of inequities in the coverage of the school-going children is consistently following a systematic pattern, i.e., urban males having the highest coverage followed by urban females, rural males and the rural females being on the lowest extreme. Infact the analysis of the time series enrolment data has shown a decline in the decadal growth rate after the first decade of development planning when the enrolments increased at a very rapid rate. It appears that in term of outreach of education, a critical stage has been reached and bringing about the additional enrolment would require relatively more inputs. This is so not only in view of the increasing escalation in the cost of various inputs but also due to the problems associated with the out of school children most of whom now happen to be less accessible and difficult to retain in the system. Out of the 75 million children not attending school, more than 65 million are in the rural areas and 37 million of them are rural females. The mere provision of physical accessibility to schools may not be a sufficient condition but the key to educational advancement among the deprived groups of population lies not only in removing the physical but also the social barriers.

The patterns of educational advancement as brought out in Figure 1 have clearly shown the gap between the intended and the realised. It is only in the State of of Kerala, that a near universal coverage has been achieve achieved. The situation is not promising in most of the other states as the unfinished task is more than what has been achieved in the last three decades or so. Next to Kerala is the States of Tamil Nadu and Maharashtra which are way behind in respect of educational development in the rural areas although the urban componenet is in a better position. The

urban areas in these states can achieve the target of UPE by 1990 soon if their enrolment tend to increase by about 3% in the urban areas.

The scenario presented earlier has also shown that to achieve UPE in Gujarat and Karnataka even for the most advanced segment of their population, i.e., urban males, a net growth of about 4-6% in the urban enrolments would be required. The scenario of rural educational development in these states is also not very encouraging. In terms of our diagram, i.e., Figure 1, as one moves from the outer to the inner tracks, the magnitude of the problem and the drag due to low development of education becomes more and more pronounced. It appears that the inner most track representing the core of the problem of educational development is growing most slowly. The coverage of rural females in almost all the states is extremely low. The earlier analysis has also shown that the states falling on these tracks are also the large states having a big concentration of population therein and are characterized by the persistence of the factors which impede socio-economic development. Table 9 presents the share of each in the total out of school children in India. The Census has shown that nearly 55% of the out of school children in the 6-11 years age-group are in the States of Uttar Pradesh, Bihar, Madhya Pradesh and Rajasthan.

The analysis of the agewise data has shown that of the 6-year-old children, only one of three residing in the rural areas and every alternate child from the urban areas were attending school in 1981. If the goal of UPE is to be achieved by 1990 as envisaged in NPE 1986, the coverage of 6-year-old children in the formal schools should have increased manifold by 1987. The experience of the last six years has shown that such a rapid expansion in the enrolments has not taken place. Therefore, it appears that we may have already missed the bus as far as the target of 1990 is concerned.

Various programmes of educational development though catering to different groups of population are essentially complementary as far as the objectives of the development of human resources are concerned. It is in this context that an area based integrated model of educational planning covering the population in the age-group 6-35 years needs to be developed and operationalised. Since there are large

TABLE 9

Distribution of Out of School Children : 1981

State	6-11 Years		11-14 Years		6-14 Years	
	Male	Female	Male	Female	Male	Female
Rural						
Uttar Pradesh*	23.60	21.57	18.37	18.57	22.12	20.61
Bihar*	15.84	15.17	12.73	12.14	15.06	14.20
Maharashtra	5.32	6.23	6.66	7.54	5.70	6.65
West Bengal*	8.74	7.92	8.68	7.69	8.72	7.85
Andhra Pradesh*	8.05	8.41	9.97	8.77	8.60	8.52
Madhya Pradesh*	9.62	10.11	10.09	9.86	9.76	10.03
Tamil Nadu	3.23	3.67	5.97	6.07	4.01	4.44
Karnataka	4.66	5.12	5.86	5.74	5.00	5.32
Rajasthan*	6.62	7.20	6.12	7.11	7.30	7.17
Gujarat	3.73	3.82	3.77	3.87	3.74	3.84
Orissa*	3.82	4.38	5.19	5.25	4.21	4.66
Kerala	0.66	0.54	1.16	0.98	0.80	0.68
Other States	6.11	5.86	5.43	6.41	4.98	6.03
INDIA	100.00	100.00	100.00	100.00	100.00	100.00
Urban						
Uttar Pradesh*	22.69	20.46	19.94	17.24	21.86	19.42
Bihar*	10.32	5.77	5.79	6.28	8.96	5.93
Maharashtra	9.29	9.52	9.16	9.91	9.66	9.33
West Bengal*	9.05	8.28	8.68	8.27	8.94	8.28
Andhra Pradesh*	8.81	8.68	9.00	9.79	9.32	9.04
Madhya Pradesh*	7.22	7.72	6.35	7.39	6.96	7.61
Tamil Nadu	5.77	6.17	10.45	11.09	7.17	7.76
Karnataka	6.87	6.98	7.96	7.86	7.20	7.27
Rajasthan*	6.22	7.21	4.90	6.98	5.82	7.13
Gujarat	6.11	5.91	5.39	5.45	5.89	5.76
Orissa*	2.04	2.23	2.41	2.52	2.15	2.33
Kerala	0.66	0.54	1.29	1.06	0.85	0.71
Other States	4.95	10.53	8.68	6.16	5.22	9.43
INDIA	100.00	100.00	100.00	100.00	100.00	100.00

* Educationally Backward State.

Source : Compiled from the Social and Cultural Tables (Census of India), 1981 of various states.

differences in socio-econoimc conditions and the availability of institutional infrastructure across space, each region would necessarily require a distinct package of educational inputs with different weightages for the various modes of imparting education and for each level of education. In the context of the priority areas like UEE and eradication of illiteracy due weights will have to be assigned to the inputs required for the organisation of formal,non-formal and the adult education programme. In view of this, the use of disaggregated data for the identification, measurement and analysis as well as for the preparation of operational plans becomes important.

It hardly needs to be mentioned that for a better understanding of the scenario of educational development, the scheme of diaggregation should be in consonance with the existing social, economic and regional clusters which are also functionally viable for planning and management purposes. In spite of many constraints and inadequacies under which the education sector is functioning, some of the proposed reforms would not yield the desired results unless the organizational structures are designed in a way that the time loss and resource leakages are minimized.

The findings of the analysis have many implications for the ongoing non-formal and adult education programmes. The scenario portrayed above also indicates that in many states the number of additional children to be covered through the non-formal and other modes of education would be much larger as compared to those who are already attending schools. Moreover, the children not attending schools are located in all states although their share is very high in the educationally backward states. Going by the present norms, the coverage under the non-formal programmes is very low as compared to the number of children who need to be enrolled. In 1982-83, the proportion of the children enrolled through the nonformal programmes was only a fraction of the total children not attending the schools. In the case of rural females, the coverage as well as retention has to be increased manifold to bring about the desired results. The position with regard to the scheduled castes,scheduled tribes and other backward and economically poor groups is much more serious. The inequities and the distortions embedded in the social and economic sphere in the case of these communities/groups are deeply rooted in the historical processes of development. In the sphere of education, it has

manifested itself in the persistence of low levels of literacy among the masses which in turn has acted as a constraint in their vertical mobility.

Of all the social infrastructure, education is perhaps the only sector having largest network with its extensive spatial outreach. The institutional network for the delivery of education is now available within a reasonable distance for most of the habitations. In view of this, the organization and planning of the delivery mechanisms at the institutional level is of great significance especially in view of the multiple and diverse roles that education is expected to play. It may be futile to prescribe any type of operational model for universal application for planning and management of education at the institutional level. Nevertheless, it has to be flexible, comprehensive and best suited to the need of the environment in which the institutions are located.

In the new education policy, an increasingly greater role has been envisaged for the non-formal and adult education. It has been postulated that the area specific and group specific approach will have to be followed to secure the universal enrolment of the children in school or in the non-formal education centres. This calls for the planning exercise to be carried out at the micro-level with the active involvement of the community and the other developmental departments. Such an exercise has to be carried out on the basis of long-term planning scenarios relating not only to the country as a whole but for each planning region.

NOTES

1. Soon after the programmes of educational development were launched during the First Five Year Plan, the review of various Five Year Plans and the reports of the working groups on planning for education and notably the recommendations of the Education Commission, 1964-66 have been continuously sending the warning signals about the shortfalls in the realised goals. For a more recent critical assessment see Government of India, Ministry of Education : Challenge of Education : A Policy Perspective, New Delhi, August, 1985.

2. Prakash, Brahm and Yash Aggarwal : 'Planning for the Universalisation of Elementary Education and Its Implications', Occassional Paper No. 14, NIEPA, New Delhi; Prakash, Braham and Yash Aggarwal : Selected Issues. See for the Implementing the New Education Policy, **Indian Journal of Public Administration**, 1986, 32(3), pp. 476-498.

3. Aggarwal, Yash : 'Some Aspects of Educational Development of the Scheduled Caste Population in India', **Journal of Educational Planning and Administration**, New Delhi, Vol. 1(1987), No. 2.

4. Government of India, Ministry of Human Resource Development : **National Policy on Education**, New Delhi 1986.

5. Government of India, Ministry of Human Resource Development : **National Policy on Education : Programme of Action**, New Delhi, 1986.

6. The eradication of illiteracy on a time bound frame has now been taken up through a technology mission called National Literacy Mission. To begin with 40 of the most backward districts for demonstration purposes have been selected. Similarly, the programme of adult and continuing education is being re-organised to fit into the concept of area planning. In future non-formal centres of education for the out of school children would also be opened follwoing the area based approach of planning and management of education.

7. Census of India, 1981 : **Reports and Tables Based on 5% Sample Data**, Part II (Special), New Delhi.

8. The description of the age-groups as used in the educational statistics has been followed in this study. Therefore, the age-group 6-14 years includes all children who have attained the age of 6 years and are less than 14 years. In the terminology used in the Census data this would correspond to the age-group 6+ and upto 13+. Similarly, the 6-11 age-group corresponds to 6+ and 10+ ages.

9. Aggarwal, Yash : 'Education for All : Census Evidence on School-going Children in India', **Perspectives in Education**, Vol. 3 (1987), No. 4.

10. Prakash, Brahm and Yash Aggarwal : 'Development of Human Resources : Education', Training, Health and Nutrition, National Institute of Educational Planning and Administration, New Delhi, 1986 (mimeo).

11. Aggarwal, Yash : **Education for All**, 1987.

12. Ibid.

13. Aggarwal, Yash and V. Muralidhar : 'A Temporal Analysis of Disparities in the Level of Literacy Between Scheduled Castes and Non-scheduled Population in Maharashtra', in J.B.G. Tilak (ed.), **Educational and Regional Development**, Yatan Publications, New Delhi.

14. Prakash, Brahm and Yash Aggarwal, Op.Cit.

15. Government of India : **Health for All by Year 2000 AD**, New Delhi.